

TOLL ROAD PLAN

*ADOPTED BY THE BOARD OF SUPERVISORS
JUNE 21, 1995*

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TOLL ROAD PLAN PURPOSE

Loudoun County has pursued the unique opportunity to plan a transit-oriented and economic development-oriented corridor. When the Dulles Greenway is completed, a 14.5 mile state-of-the-art toll road will connect Leesburg, the historical center of Loudoun County, with rapidly growing Washington Dulles International Airport and with the greater Washington metropolitan area. This privately constructed, owned and operated Toll Road will serve to reduce commuter traffic on crowded Route 7 and allows for roadway expansion and bus and rail service when demand warrants. The road itself is being built to the latest environmental standards and has been named the Dulles Greenway.

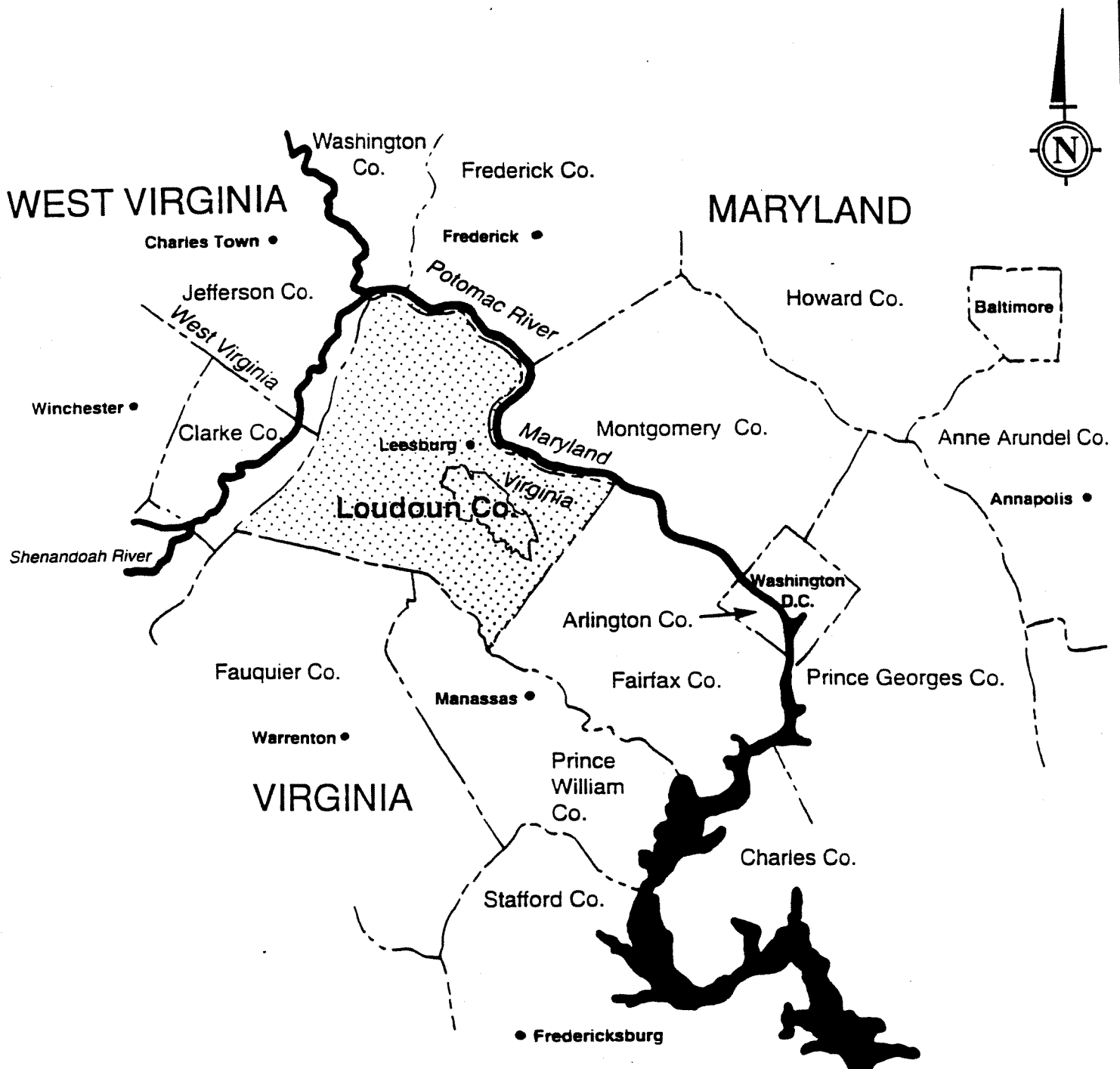
The completion of the road will be an economic development driving force that, coupled with the attraction of commercial growth to the Dulles Airport vicinity, will substantially develop the eastern section of the County. Presently, most of the land in the corridor is vacant, although many developments have been proposed and rezoned in the eastern segment of the planning area in anticipation of the road's construction. During the development of the General Plan, the Planning Commission and Board of Supervisors identified the need to formulate more specific land use policies for land that straddles the roadway in order to receive maximum economic benefit from the development of the corridor. Although the eastern section of the County is currently undergoing suburban development, the next wave of development, to be triggered by the completion of the Dulles Greenway and the expansion of Dulles Airport, will bring urban, compact communities geared toward mass transit. Board objectives were identified as to what the Toll Road Plan might achieve, including encouraging concentrated, nodal development along the corridor; balancing this intense development with open space; ensuring the best economic use of the corridor; and planning for mass transit.

Development in the corridor will require an extensive supporting transportation network. In anticipation of the construction of the Dulles Greenway and its addition to the County's transportation network, a preliminary working plan of a future area road network was devised in 1991. The Dulles Toll Road Corridor Study was drafted by County Transportation staff, the Virginia Department of Transportation, the Town of Leesburg, the Toll Road Corporation of Virginia and interested landowners and developers. The Corridor Study resulted from the concern over the inadequacy of the secondary feeder road network to accommodate increased traffic from planned land uses and the need to provide local access for properties adjacent to the Dulles Greenway. The Planning Commission suggested that the Corridor Study be reviewed, revised, and incorporated into the Toll Road Plan.

THE TOLL ROAD PLANNING AREA

The Toll Road planning area is roughly defined as the swath of land 1.5 miles on either side of the Toll Road. The actual boundaries of the planning area follow physical features, parcel boundaries and roadways. The planning area does not include land within the Dulles Airport property, the Route 28 Taxing District, or the corporate limits of Leesburg. In addition, the planning area boundary excludes the existing village of Ashburn and the planned community of Ashburn Village.

Toll Road Plan



Regional Location Map

The planning area is unique in the County because it is defined by a linear road corridor which traverses several watersheds, including Goose Creek, a State Scenic River, Sycolin Creek and Broad Run. In addition, the Goose Creek Reservoir and approximately half of the Beaverdam Reservoir are included in the planning area. The existing settlement pattern in the area is scattered rural residential. Identifiable communities include Ryan, Waxpool, Sycolin and Ashburn Farm. Much of the planning area had been in agricultural use in the past. Agriculture is still prevalent in the western section of the planning area nearest Leesburg. The eastern part of the planning area, outside of the Ashburn Farm planned community, is primarily forested and open land.

Although a significant portion of the eastern section of the planning area has been rezoned for development, the planning area is largely undeveloped. To date, approximately 5,100 acres have been rezoned to commercial, industrial, office and residential uses. In addition, 846 acres of land have pending land development proposals that are on hold for various reasons. The zoned land use pattern is for industrial development in the Route 606 corridor, office and light industrial development between Broad Run and the Ryan vicinity and residential development near Ashburn. With the exception of the Luck Stone Quarry, no development activity has taken place between Route 659 and the Leesburg Urban Growth Area because this area was not planned for water and sewer extensions in the past.

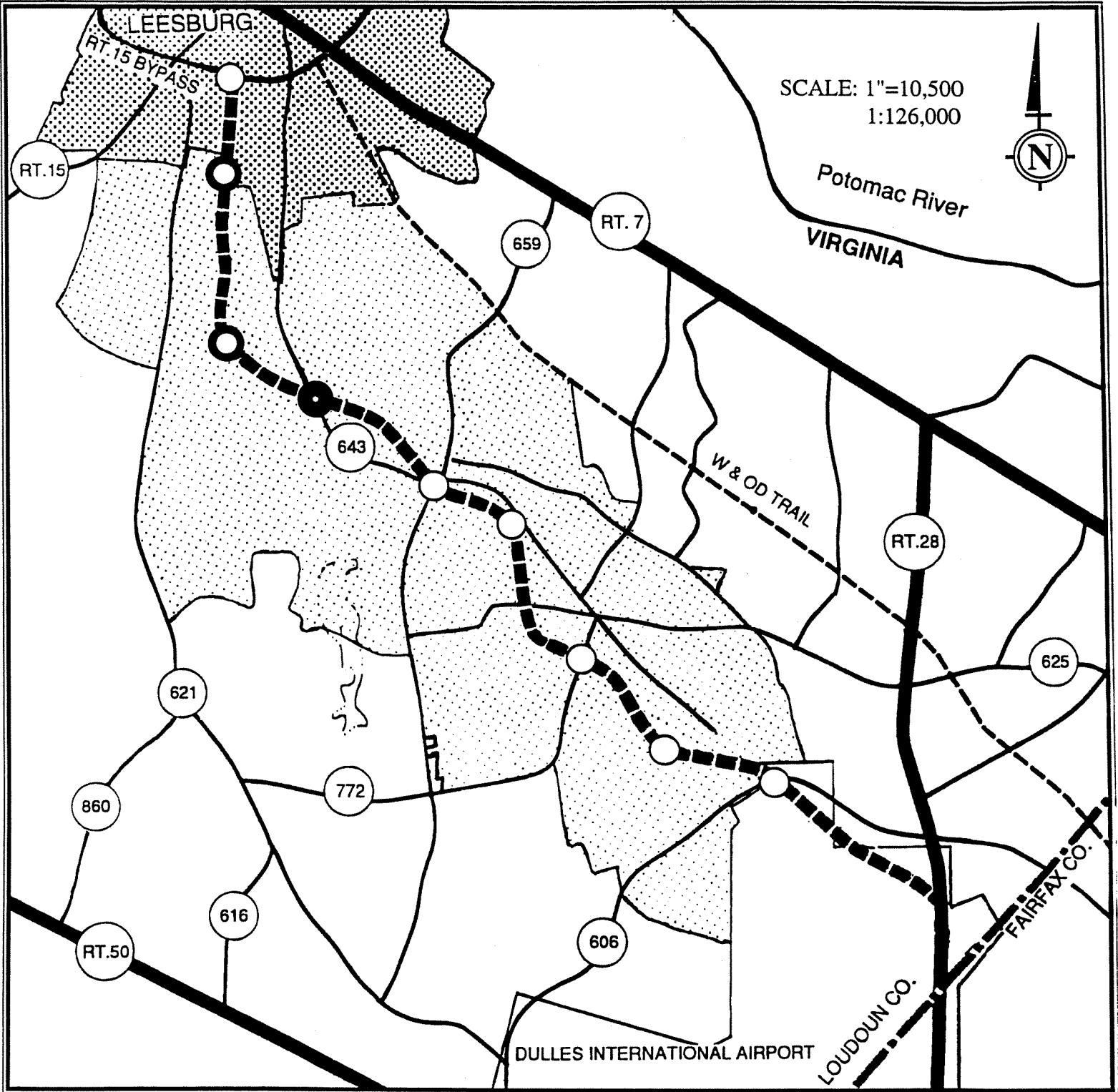
The existing road network in the planning area originated from the scattered residential and agricultural pattern that historically predominated in the planning area. Most of the roads in undeveloped areas are unpaved, though developers have constructed some road improvements in the eastern section. The primary paved roads in the planning area include Route 659 running north-south along Belmont Ridge, Route 640/Ashburn Farm Parkway, Route 606 near Dulles Airport and Route 621 south of Leesburg. Other important but unpaved roads include Route 643 southeast of Leesburg and paralleling the Dulles Greenway, Route 625 through Ryan and Route 653 connecting Route 7 with Route 621 in the Leesburg Urban Growth Area.

The Leesburg Urban Growth Area was established by the General Plan to maintain and expand the historical role of Leesburg in the County by encouraging compatible growth adjacent to the corporate limits. Leesburg's Urban Growth Area abuts the eastern and southern corporate limits of the Town, with the southern boundary of the Urban Growth Area being Sycolin Creek. The County expects that the Town of Leesburg will provide utility extensions to the Urban Growth Area, which is slated as a potential annexation area to Leesburg. Coordination with Leesburg has been incorporated into the Toll Road planning process to ensure the development of a shared vision for the area. Coordination has focused primarily on land use and the planned road network.




RELATIONSHIP TO OTHER PLANNING DOCUMENTS

Loudoun County's comprehensive planning program provides the basis for land use and zoning decisions. The program consists of several interrelated components. Adopted in September, 1991, the Choices and Changes: Loudoun County General Plan embodies the County's fundamental goals and policies guiding the overall growth of the County. The General Plan serves as an "umbrella" document for more detailed land use guidelines for




Toll Road Plan



Base Map

-  1 1/2 Mile Boundary
-  Town of Leesburg
-  W & OD Trail

 Proposed Toll Road Extension

-  Proposed Interchange
-  Future Interchange
-  Potential Interchange

particular planning areas. The County has adopted the Eastern Loudoun Area Management Plan (1980), the Leesburg Area Management Plan (1982), the Dulles North Area Management Plan (1985), the Waterford Area Management Plan (1987), the Cub Run Area Management Plan (1989), the Round Hill Area Management Plan (1990), the Dulles South Area Management Plan (1993) and the Purcellville Urban Growth Area Management Plan (1995).

Like all the area plans, the Toll Road Plan is meant to augment and make specific the policy direction set forth by the General Plan. The Toll Road Plan sets out new and modified policies that supersede any conflicting policies included in the General Plan, because the policies are specifically related to the special qualities of the planning area. Part of the Toll Road planning area traverses areas previously planned in the Dulles North Area Management Plan and the Leesburg Area Management Plan. In the Toll Road planning area, the goals and policies of the Toll Road Plan, because they have been derived from a more recent assessment of the conditions and resource opportunities, supersede the goals and policies of the previously adopted area plans which covered the same area.

TOLL ROAD PLAN PLANNING PROCESS

Planning for land development in Loudoun County has a strong tradition of citizen participation. Citizen committees are formed to advise the Planning Commission and the Board of Supervisors of the land use approach to pursue in a particular area of the County, because area plans will affect the character, development intensity, road locations, and public facilities of the planning area. The Board of Supervisors selected a specialized citizen's committee to advise the Commission and the Board as to how the unique Toll Road planning area should develop. The Board chose citizen members with expertise in land development, real estate, the environment, and transportation. Because the western part of the planning area includes the Leesburg Urban Growth Area, the Board felt that it was essential that the Town of Leesburg have representation on the committee. The Board requested that the Town choose representatives and Leesburg was represented by three members on the committee. The Goose Creek Scenic River Advisory Board was also represented on the committee. The committee also included non-voting representatives from the Loudoun County Sanitation Authority, the Metropolitan Washington Airports Authority, and the Virginia Department of Transportation.

The Toll Road Plan Technical Committee met weekly from mid-April, 1993 through December, 1993, to consider information provided in the Planning Area Background Report, and by adjoining jurisdictions, the Town of Leesburg, regional and State agencies, the Toll Road Investors Partnership, and technical resources. The Committee first considered citizen desires, then posed a set of 75 issue questions based on the issues raised by the public and by analysis of the technical input. The Committee crafted the Plan after discussing the issue questions and considering a variety of policy options for addressing each issue. The Plan policies, including the land use and transportation maps, were formulated by the Committee from their chosen policy options. The Toll Road Plan Technical Committee forwarded the Plan to the Planning Commission in January, 1994, following a final public comment session.

In order to identify issues of concern to citizens and to help identify planning solutions for the Toll Road planning area, the Toll Road Plan Technical Committee held a series of community workshops. The purpose of the workshops was to both inform County citizens of the Toll Road planning process and, more importantly, to solicit as much public comment as possible. The Committee used the input received at the May 3, June 7, and June 14, 1993 sessions as a basis for formulating issue areas to study in developing the Toll Road Plan mission, goals, and policies. Committee members also participated in the two public hearings for the Countywide Transportation Plan, to understand citizen concerns regarding general transportation issues. The basic concepts generated from citizen input during the public participation process included the desire for mixed use development along the Toll Road; the desire that development should be clustered in nodes of activity, with greenspace located between nodes and high densities located in the nodes; the desire that the Toll Road should develop in a parkway design; that rail should be constructed in the median of the Toll Road and other transit options should be provided; and that all development should be environmentally sensitive.

The Planning Commission held a public hearing on the Technical Committee's draft of the plan on January 12, 1994. The Planning Commission formed a subcommittee to consider all issues raised by the public and by individual commissioners. Subcommittee review of the plan concluded in February 1995 after all issues had been addressed. The Planning Commission reviewed the subcommittee's decisions, agreed to some minor revisions, and forwarded the revised plan to the Board of Supervisors on April 4, 1995.

MISSION STATEMENT AND PLAN GOALS

Upon consideration of public comment concerning the planning area and analysis of technical data, the specific mission, goals, and policies of the Plan have been tailored to the unique needs of the Toll Road planning area. The Plan establishes a 50 year vision of an urban corridor served by transit, but a 20 year horizon for growth in the planning area. The Toll Road Plan takes its primary direction from the mission and the goals set out in the General Plan.

A plan's mission is its fundamental goal, its purpose or special function. The mission of the General Plan is to:

Enhance the quality of life and sense of community enjoyed by people who live and work in Loudoun County by providing guidelines and standards that ensure the orderly and balanced distribution of growth, sound fiscal and economic investment and the preservation of a healthy, functioning environment.

The mission of the Toll Road Plan, presuming that its distinct purpose is to draw and expand on the General Plan, is to:

Provide a complete living and working environment for the present and future population of Loudoun County by encouraging land use planning that takes advantage of the economic benefits offered by the Toll Road and preserves the natural environmental features of the Toll Road planning area.

A plan's goals describe the desired future condition of the planning area and its policies describe the actions that will achieve the goals. The goals of the Toll Road Plan, like its mission, are meant to supplement and be applied in conjunction with the goals of the General Plan. There are eighteen goals.

1. Promote economic development which is compatible with the natural environment.
2. Maintain good air quality through sound land use and transportation planning and the conservation of natural resources.
3. Promote self-sustaining, mixed use communities that achieve a balance between residential and employment land uses throughout all phases of development.
4. Promote land use types and intensities which are complementary to transit center sites and interchanges.
5. Develop the Dulles Greenway corridor in a nodal development pattern by creating concentrated, urban places of high visual quality interspersed with open areas, enhanced by the natural amenities of the Toll Road planning area.
6. Create unique, compact, intense mixed-use nodes linked by mass transit along the Dulles Greenway by concentrating densities at transit stops, concentrating jobs, housing, and shopping, and integrating good pedestrian access to community features and transit services.
7. Promote multi-modal transportation services and programs, including pedestrian and bicycle travelways, park and ride lots, express bus and rail services, within the Toll Road planning area and the region.
8. Promote the design of each rail station site uniquely suited to the surrounding land uses.
9. Conserve the natural, archaeological and historic endowments of the planning area while promoting the provision of all necessary utilities and facilities in a manner which causes the least environmental, social and community dissonance.
10. Ensure that highway and aircraft noise impacts are prevented or mitigated through appropriate measures, such as land use, setbacks, berming and construction techniques.
11. Preserve naturally formed wetlands, natural habitat of endangered rare and threatened plant and animal species and protect existing trees and natural vegetation in the Toll Road planning area.
12. Promote engineering design practices that minimize flooding, soil erosion and water pollution and conserve the natural topography to the greatest extent possible.

13. Promote appropriate development, including interim land uses to assist the County in meeting the fiscal goals adopted in the General Plan.

TOLL ROAD PLAN FORMAT

The Toll Road Plan is divided into five chapters. The chapters include Environmental Resources, Water and Sewer, Land Use and Community Design, Transportation, and Capital Facilities. Each chapter includes a background description of the issue and the County's strategy for addressing it. The Environmental Resources chapter presents the County's protection and preservation approach for the Toll Road planning area's reservoirs, vegetation and wildlife, and air quality. The chapter also includes policies to mitigate airport and highway noise. The Water and Sewer chapter lays out the County's approach for serving the Toll Road planning area with public utilities. The Land Use and Community Design chapter includes the County's development vision for the planning area. The Transportation and Capital Facilities chapters provide direction for addressing the County's needs for adequate roads and transit facilities, and recreational, educational, cultural, human service and open space facilities based on the projected development of the planning area.